

### Federal Acquisition Service





### The current phase of the government-wide wireless program is part of the broader FSSI initiative

#### **OVERALL WIRELESS STRATEGY**

PHASE	EFFORT	STATUS
1a	Support and track agency efforts to generate immediate savings through inventory and account cleanup efforts with the major wireless carriers	COMPLETED
1b	Establish a strategic source of supply for acquiring Wireless Telecommunications     Expense Management (TEM) services from TEM providers to help agencies lower     their total costs through better management of their wireless services and inventory     assets	COMPLETED
2	Investigate ways to help agencies leveraging their collective buying power to negotiate better rate plans, prices and contract terms with the wireless carriers	CURRENT TEAM FOCUS

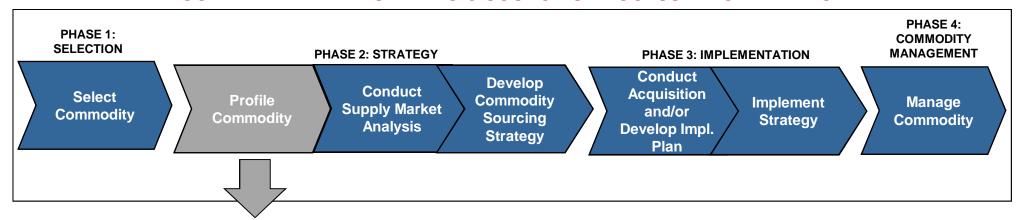
#### **CURRENT PHASE**

- <u>Background:</u> The initial FSSI wireless commodity team was focused on understanding participating agencies' spend profiles and the current wireless operating environment. The commodity team identified the need for a Wireless Telecommunications Expense Management (TEM) Services offering as the first step in the process. An Opportunity Analysis conducted in May 2009, identified strong agency interest in Wireless Devices and Services as a logical follow-on initiative to complement the existing TEM Services vehicle.
- <u>Approach:</u> FSSI has established a commodity team and is using the Strategic Sourcing process to develop a Commodity Strategy for the acquisition and management of wireless services and devices across the government. As an initial step, a Commodity Profile analysis will profile the current government-wide wireless environment through spend analysis, contract analysis, requirements analysis and process analysis to identify potential opportunities for savings and other improvements.



This report presents a preliminary understanding of the governmentwide wireless spend and management process for identifying sourcing opportunities

#### **GOVERNMENT-WIDE STRATEGIC SOURCING PROCESS – HIGH LEVEL OVERVIEW**



### FSSI WIRELESS COMMODITY TEAM SCOPE

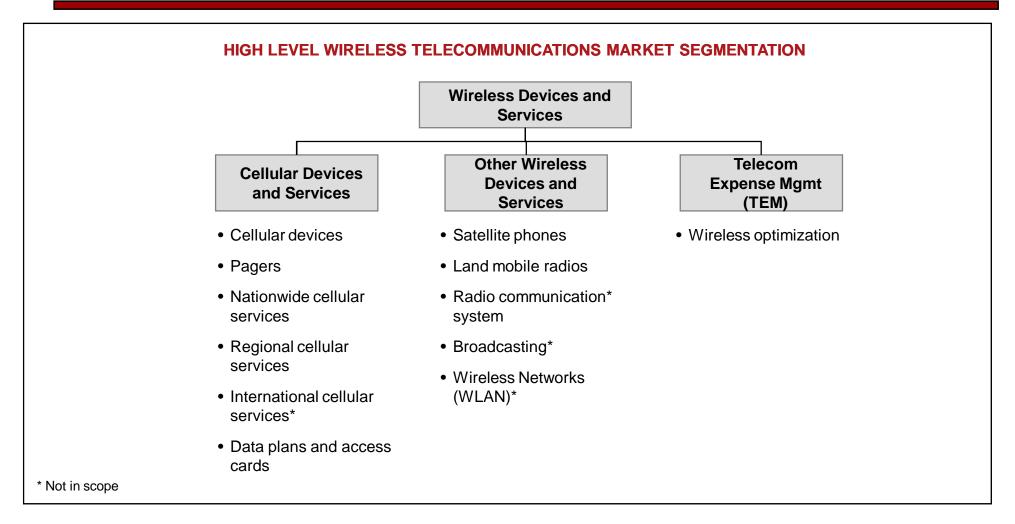
- Commercial Cellular Devices (e.g. cell phones, smart phones, Blackberries, pagers and aircards)
- Commercial Cellular Services (voice & data)
- Other commercial wireless devices and services (satellite phones and land mobile radios)

## SCOPE OF THIS DOCUMENT

• Develop a preliminary understanding of the wireless spend, based on sources available to date, to provide a basis for identifying implications of findings on the acquisition and commodity strategy



### Categories of wireless devices and services and





# Government agencies have an opportunity to leverage the large decentralized wireless spend and achieve cost savings and improvements

Government agencies have a large wireless spend that can be used to negotiate better wireless rates



Top-end estimate of FY08 government-wide wireless spend is \$815M with 12 agencies comprising 95% of the total. Agencies have an opportunity to use their high spend and large usage volume to influence reduced rate plans.

The highly decentralized wireless spend within agencies leads to inefficiencies and increased wireless costs



Agency spend is concentrated in the major cellular carriers. Agencies and their components have a large number of contracts with multiple carriers. Redundancy of contracts results in an extraneous government-wide workload of numerous 1102 contracting personnel.

Most agencies do not have established enterprise-wide policies to ensure consistency in wireless procurement



Government buyers have many contracting methods available to obtain wireless services. Without enterprise-wide guidance or policies, component agencies put into place their own contracts with suboptimal results.

These preliminary findings will serve as input in developing a business case analysis and overall commodity strategy for government-wide sourcing of wireless rate plans and devices



- Government agencies have a large wireless spend that can be used to negotiate better wireless rates
- The highly decentralized wireless spend within agencies leads to inefficiencies and increased wireless costs
- Most agencies do not have established enterprise-wide policies to ensure consistency in wireless procurement



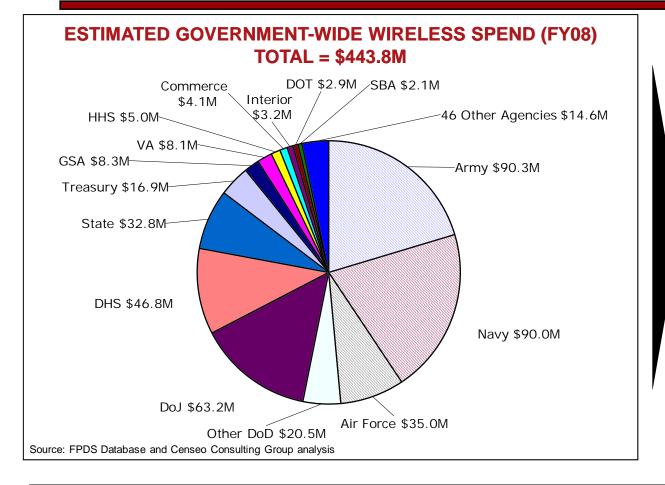
## Government agencies have a large wireless spend and usage volume that make them a strong influencer in negotiating rate plans

### **COMMODITY PROFILE - FINDINGS AND OPPORTUNITIES**

#	Key Finding	Details	Sourcing Implications
1	FY08 government-wide wireless spend is estimated at \$444M to \$815M	Top-spend agencies are:     DoD VA     DoJ HHS     DHS Commerce     State Dept. Interior     Treasury DoT     GSA SBA      Size of the wireless spend within FPDS is vastly understated     Bottom-up analysis based on available agency spend data and industry benchmarks estimates total government-wide spend at \$815M     Wireless spend includes cellular devices and services, pagers and satellite phones	<ul> <li>Agencies can lever age their buying power to negotiate better rates with carriers</li> <li>As wireless services continue to expand within government agencies, total spend is likely to increase over the coming years, elevating the importance of appropriately managing expenditures for these services</li> </ul>
2	In FY08 610M cellular voice minutes were used across 18 agencies	Top agencies for minutes used are DoJ, DoI, DHS, Commerce, DOT, EPA, Treasury and GSA	
3	FY08 government-wide pager spend is estimated at \$5M and satellite phone spend is estimated at \$89M	<ul> <li>The top 7 agencies comprise 90% of total pager spend: DoD, DOJ,Treasury, SSA, DHS, DOA &amp; VA</li> <li>Most agencies have fragmented pager spend with the same providers across many contracts</li> <li>DoD dominates 99% of satellite phone spend</li> </ul>	



### Based on available FPDS reported data, the government-wide wireless spend in FY08 is estimated at \$444M across 58 agencies



#### **KEY FACTS & INSIGHTS**

 The top 12 Agencies comprise 95% of total wireless spend:

DoD VA DoJ HHS

DHS Commerce
State Dept. Interior
Treasury DoT
GSA SBA

- FPDS captures consolidated contract spend that includes largescale purchases and does not capture 100% of wireless spend
- Wireless spend includes cellular devices and services, pagers and satellite phones

As wireless services continue to expand and penetrate government agencies, total spend is likely to increase over the coming years



Size of the wireless spend within FPDS is believed to be vastly understated, whereas a detailed bottom-up analysis estimates total government-wide wireless spend at \$815M

### WIRELESS SPEND DIFFERENCE BETWEEN FPDS AND ACTUAL AGENCY SPEND

Agency	FPDS Spend (FY08)	Actual Spend (FY08)	Difference \$, (%)
Agency 1	\$0.18M	\$2.5M	\$2.3M (93%)
Agency 2	\$4.4M	\$14M - \$15M	\$9.6M - \$10.6M (68% - 70%)
Agency 3	\$3.3M	\$3.9M	\$0.6M (20%)

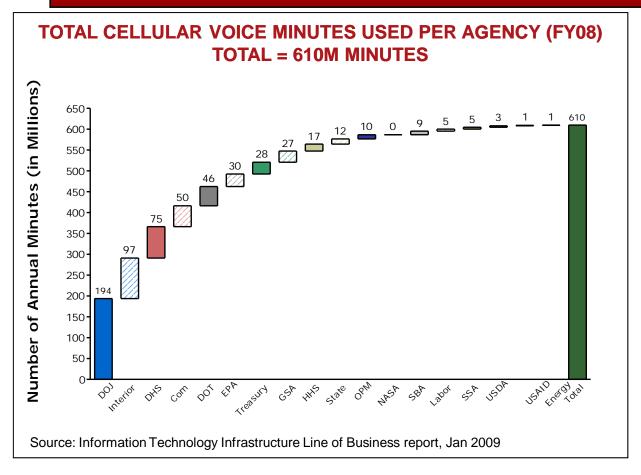
#### **DETAILED ESTIMATE OF TOTAL SPEND**

Comp.	Est. FY08 Spend	# of Devices	Analysis Methodology
Civilian Agencies	\$576M	640K	<ul> <li>Utilize existing validated Agency data sources where available</li> <li>Estimate total number of lines based</li> </ul>
All DoD	\$239M	309K	on number of employees, ratio of employees with devices, and annual cost per line utilizing hard available data and industry benchmarks
Total	\$815M	949K	Bottom-up estimate of total spend

- Actual wireless spend collected from specific agencies identifies that FPDS understated spend by 20% to 93%
- The annual government-wide wireless spend estimate of \$815M was built bottomup based on detailed analysis of available hard data sources
- Values for ratio of employees with devices and annual cost per line were based on actual numbers received from several agencies
- The commodity team process is continuing to collect and analyze agency data



### In FY08 610M cellular voice minutes were used across 18 agencies



#### **KEY FACTS & INSIGHTS**

 Top 8 Agencies comprise 90% of total minutes used :

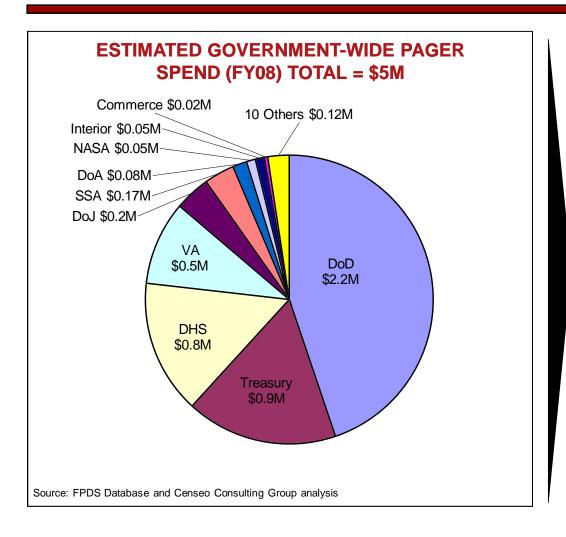
DoJ DoT
Interior EPA
DHS Treasury
Commerce GSA

Information Technology
 Infrastructure Line of Business (ITI-LoB) report captured cellular voice minutes used across participating agencies in FY08 – DoD did not participate in the study

More data collection is required to fully understand the scope of the requirements of individual agencies



### Based on available FPDS reported data, the government-wide spend on pagers in FY08 is estimated at \$5M across 20 agencies



#### **KEY FACTS & INSIGHTS**

 The top 7 agencies comprise 90% of total wireless spend:

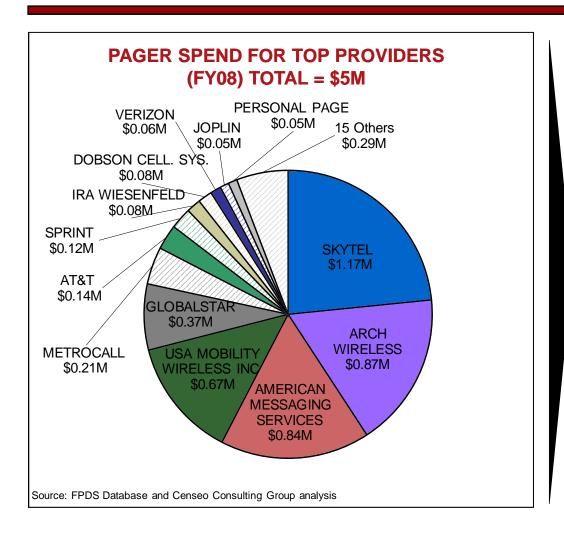
DoD DOJ
Treasury SSA
DHS DOA

VA

- FPDS captures consolidated contract spend that includes large-scale purchases and does not capture 100% of pager spend
- Additional sources of data are needed to validate and supplement data contained in the FPDS database



## Skytel, Arch Wireless, American Msg. Svc., USA Mobility and GlobalStar comprise of 75% of total government wireless spend



- Government-wide agencies have fragmented spend across multiple pager suppliers
- Skytel, Arch Wireless, American Messaging Services, USA Mobility Wireless and GlobalStar USA comprise of over 75% of pager spend
- Additional sources of data are needed to validate and supplement data contained in the FPDS database



## Most agencies have fragmented pager spend with the same providers across many contracting actions

### PAGER SPEND FOR TOP-SPEND AGENCIES (\$K) AND NUMBER OF UNIQUE CONTRACTS

Agency	Skytel	ARCH Wireless	American Messaging Service	USA Mobility Wireless	Global- Star, USA	Others
Agency 1	\$315.7 (16)	\$69.7 (9)	\$757.5 (9)	\$642.0 (8)	\$111.6 (7)	\$376.7 (26)
Agency 2	\$103.4 (2)	\$707.0 (2)	n/a	n/a	n/a	\$42.8 (6)
Agency 3	\$572.2 (4)	\$2.4 (1)	\$10.2 (1)	n/a	\$115.4 (6)	\$68.6 (4)
Agency 4	\$1.0 (2)	\$133.9 (9)	\$45.4 (11)	n/a	\$11.5 (3)	\$306.9 (22)
Agency 5	\$100.2 (12)	\$27.1 (2)	\$9.3 (3)	\$21.5 (5)	\$5.2 (1)	\$73.3 (15)
Agency 6	\$15.0 (1)	n/a	n/a	n/a	n/a	\$165.0 (1)
Agency 7	\$0.3 (1)	\$14.2 (2)	n/a	n/a	\$69.6 (5)	n/a
Total*	\$1,107.7 (38)	\$954.2 (25)	\$822.4 (24)	\$663.5 (13)	\$313.3 (22)	\$1,033.5 (74)

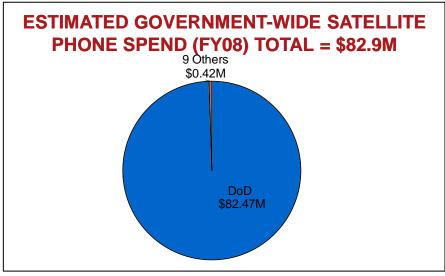
Source: FPDS FY2008 Spend Analysis

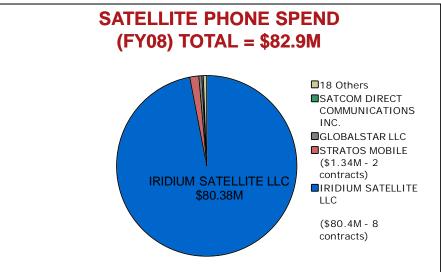
- Each top-spend agency has multiple contracting actions with the same carrier
- There is no evidence of contract rationalization with the leading government pager providers
- Large number of contracts within each agency increase contract management overhead
- Some agencies (#2 and #6) are believed to have rationalized contract in place with at least one of the major paging service providers
- Opportunities exists to reduce the number of contracts with the leading government pager providers to take advantage of price breaks and increase efficiencies

<sup>\*</sup>Numbers are rounded



### Based on available FPDS reported data, satellite phone spend in FY08 is estimated at \$82.9M almost all of which is with the DoD





- DoD comprises of over 99% of total satellite phone spend
- Twelve other agencies have a combined \$420K in satellite phone spend: DoA, Interior, DoJ, DHS, VA, NASA, DoE, DoT, Treasury, Commerce, DoL and EPA
- Iridium Satellite and Stratos Mobile Networks constitute roughly 99% of satellite phone spend
- Spend across Iridium and Stratos appears to be rationalized across a few contracts
- Additional sources of data are needed to validate and supplement data contained in the FDPS database



- Government agencies have a large wireless spend that can be used to negotiate better wireless rates
- The highly decentralized wireless spend within agencies leads to inefficiencies and increased wireless costs
- Most agencies do not have established enterprise-wide policies to ensure consistency in wireless procurement



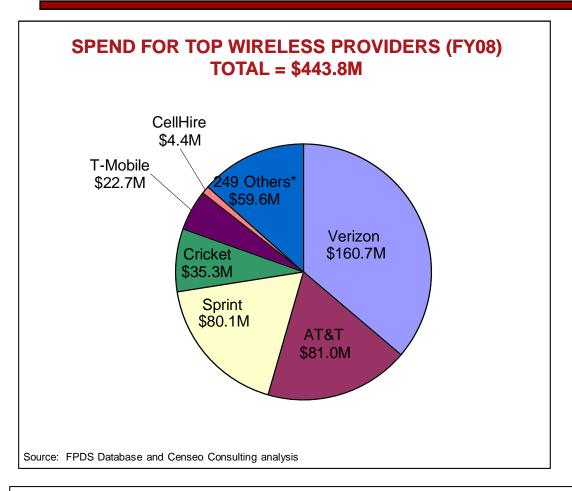
## The government's highly decentralized spend leads to inefficiencies and added costs in managing cellular plans

### **COMMODITY PROFILE - FINDINGS AND OPPORTUNITIES**

#	Key Finding	Details	Sourcing Implications
1	Agency cellular spend is concentrated within but split across the major national cellular carriers	Verizon, AT&T, Sprint, Cricket and T-Mobile comprise 85% of total government wireless spend	<ul> <li>Government agencies will continue to source a majority of spend to the major providers</li> <li>The extent to which agencies can focus on a subset of the national carriers is unknown</li> </ul>
2	Agencies and their components have a large number of contracts with multiple carriers	<ul> <li>Each top-spend agency has contracts with multiple carriers</li> <li>Top-spend agencies have over 3,000 unique cellular contracts with the three largest nationwide providers</li> </ul>	Opportunities exist to reduce the number of contracts with each major carrier to drive more value from those contracts
3	Redundancy of contracts results in a significant extraneous government-wide workload for contracting personnel	<ul> <li>The decentralized cellular spend across many agencies has led to large cost per minute variations, largely due to excessive management and contracting costs</li> <li>Current management practices of rate plans within several agencies provide no visibility into spend and usage</li> </ul>	<ul> <li>Improved contract management practices can drive efficiencies</li> <li>Without accurate and complete spend and usage data, agencies find it difficult to manage plans and negotiate better deals with the carriers</li> </ul>



### Verizon, AT&T, Sprint, Cricket and T-Mobile comprise of 85% of total government wireless spend



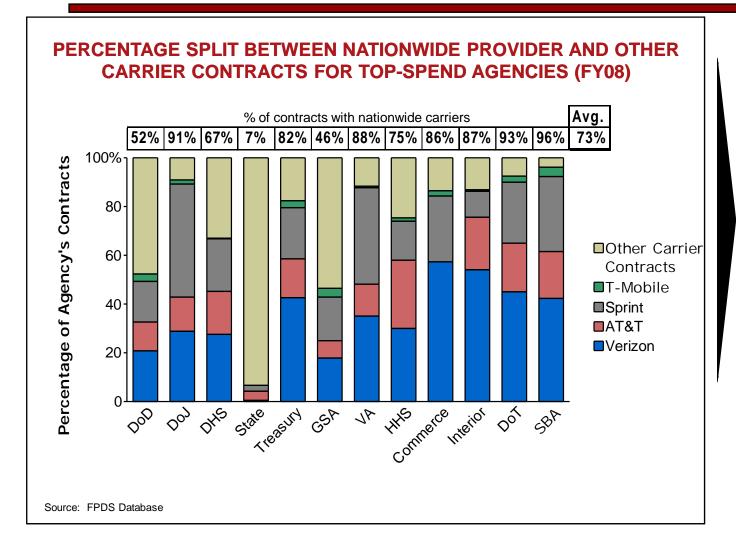
#### **KEY FACTS & INSIGHTS**

- Verizon Wireless comprises of 36% of total cellular spend, the largest wireless vendor in the government
- The other nationwide cellular carriers, AT&T, Sprint and T-Mobile, together comprise roughly 41% of spend
- Cricket is primarily providing cellular services to the Department of Justice
- Regional service providers constitute \$32M of spend
- Additional sources of data are needed to validate and supplement data contained in the FPDS database

Government agencies source to both nationwide and regional providers to fulfill overall requirements



## Each top-spend Agency has cellular contracts with at least three of the four nationwide carriers (Verizon, AT&T, Sprint, T-Mobile)



- All agencies depend on nationwide carriers to provide a portion of their cellular service
- Each agency has contracts in place with most nationwide providers
- On average, 73% of all contracts across the top-spend agencies are with nationwide carriers



### The top-spend agencies are believed to have a total of over 3,000 unique cellular contracts with the nationwide providers alone

### NUMBER OF UNIQUE CELLULAR CONTRACTS FOR TOP-SPEND AGENCIES

Carriers Agency	Verizon	AT&T	Sprint Nextel	Total
Agency 1	156	89	125	370
Agency 2	222	108	357	687
Agency 3	97	62	76	235
Agency 4	1	8	5	14
Agency 5	75	28	37	140
Agency 6	5	2	5	12
Agency 7	383	143	432	958
Agency 8	45	42	24	111
Agency 9	106	0	50	156
Agency 10	173	69	34	276
Agency 11	18	8	10	36
Agency 12	11	5	8	24
Total	1292	564	1163	3019

Source: FPDS FY2008 Spend Analysis

- Each top-spend agency has multiple contracting actions with the same carrier
- No evidence of contract rationalization with the nationwide providers across many of the top-spend agencies
- Some agencies (#4 and #6) are believed to have either enterprise contracts or rationalized contracts in place with each of the nationwide providers
- Large number of contracts within each agency increases contract management overhead
- Opportunities exists to reduce the number of contracts with each nationwide provider to take advantage of price breaks and increase efficiencies



### Most component agencies have many contracting actions with the same cellular carrier

### NUMBER OF UNIQUE CONTRACTS AND SPEND (\$M) WITHIN ONE MAJOR AGENCY

Carriers Agency	Verizon	AT&T	Sprint Nextel	Total
Comp. Agency 1	26	9	20	55
	(\$2.6)	(\$0.6)	(\$4.5)	(\$7.4)
Comp. Agency 2	10	2	1	13
	(\$4.7)	(\$0.1)	(\$0.1)	(\$4.7)
Comp. Agency 3	2	2	2	6
	(\$3.5)	(\$0.1)	(\$0.1)	(\$4.6)
Comp. Agency 4	15	16	19	50
	(\$1.0)	(\$1.2)	(\$1.4)	(\$3.9)
Comp. Agency 5	1	2	6	9
	(\$0.6)	(\$0.6)	(\$0.8)	(\$2.0)
Comp. Agency 6	39	25	17	81
	(\$0.6)	(\$0.7)	(\$0.4)	(\$1.7)
Comp. Agency 7	4	6	11	21
	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)
Total	97	62	76	235
	(\$12.9)	(\$3.2)	(\$7.3)	(\$23.3)

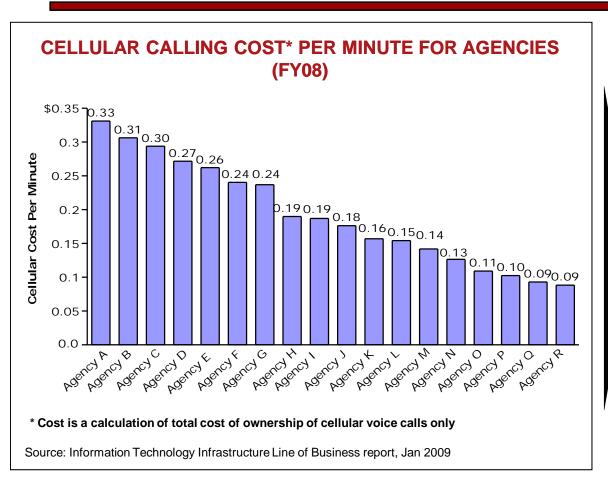
#### **KEY FACTS & INSIGHTS**

- A deeper look into major agency's specific component agencies reveals that cellular spend at the component level is also highly decentralized and multiple contracts exist with the same carrier
- As a sample representation, one major agency exhibited:
  - No evidence of contract rationalization with the nationwide providers across the component agencies
  - Several instances of multiple contracting actions (up to 40) for lower valued contracts (<\$1M)</li>
  - Only 1-2 instances where a few number of high value (>\$3M) contracts are in place with a single carrier (component agencies #2 and #3)

The decentralized spend severely limits the government agencies' ability to rationalize contracts and help reduce costs



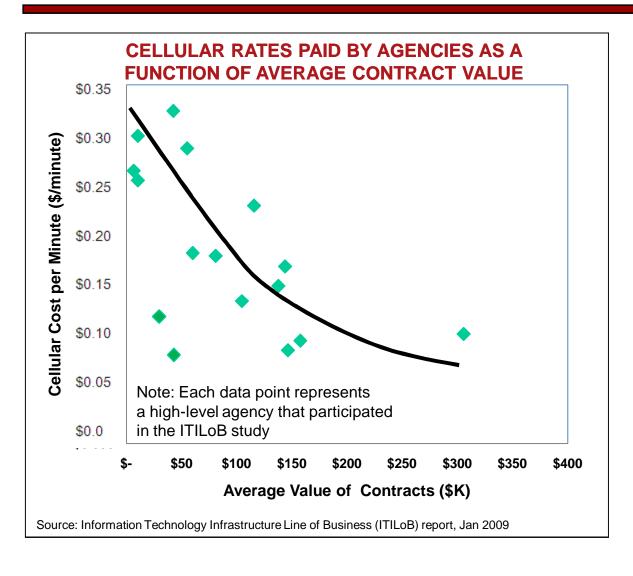
### The decentralized cellular spend across many agencies has led to large cost per minute variations



- Average cost per minute is a calculation of total cost of ownership divided by the number of minutes used
- •Total cost of ownership include costs related to cellular handsets and rate plans (70% of total cost) and personnel costs, which include: contract management, asset management, planning and process management, finance and administration (30% of total cost)
- Cost per minute varies greatly (as much as 4:1) amongst the different agencies



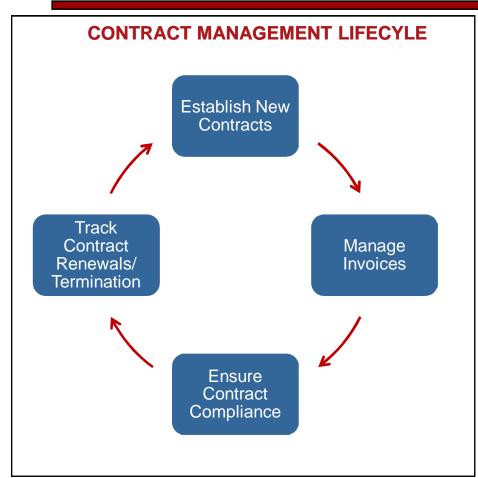
### Agencies that have put into place large value contracts pay lower cellular calling rates than agencies that have lower value contracts



- Cellular calling rates for agencies is based on ITILoB data
- Average value of contracts is based on FPDS data (total wireless spend / number of unique contracts)
- Agencies that have in place small value contracts pay higher rates than agencies that have large value contracts with carriers
- Despite low contract values, some agencies pay lower rates due to a few large value contracts with specific carriers; however, a large number of low value contracts causes the average value of contracts to be low



### Managing decentralized and redundant contracts within an agency increases contract management overhead



## ADDED COSTS FROM MANAGING DECENTRALIZED AND REDUNDANT WIRELESS SERVICE CONTRACTS

Contract Management	Added Costs
Establish New Contracts	Redundant administrative costs associated with establishing multiple agreements
Managing Invoices	Accounting departments have a difficult time matching invoices to contractual terms, pricing and conditions to determine whether the invoices reflect the correct amount
Ensuring Contract Compliance	Numerous contracts make ensuring contract compliance a demanding and difficult task
Tracking Contract Renewals/ Termination	Tracking numerous contracts as to when they are up for renewal becomes cumbersome; organizations often renew contracts even if the wireless is no longer needed

Redundancy of contracts results in an extraneous government-wide workload equivalent to numerous contracting personnel FTE – specific estimates are still being researched



### Current management practices provide no visibility into important spend and usage data, further driving inefficiencies

#### **FINDINGS**

- Agencies do not typically track spend and usage data and cannot actively manage their plans
- Some agencies, at most, only track cellular use overage charges
- Agencies on Telecommunication Expense
   Management contracts are provided visibility into monthly spend and usage

#### **SOURCING IMPLICATIONS**

- Without accurate and complete spend and usage data, agencies find it difficult to manage plans and negotiate better deals with the carriers
- The limited data visibility also restricts agencies from properly conducting spend audits, managing contract compliance and measuring supplier's performance

Opportunities exist to improve visibility into agency-wide spend and usage as a first step in managing plans and driving efficiencies



- Government agencies have a large wireless spend that can be used to negotiate better wireless rates
- The highly decentralized wireless spend within agencies leads to inefficiencies and increased wireless costs
- Most agencies do not have established enterprise-wide policies to ensure consistency in wireless procurement



## Most agencies do not have established enterprise-wide policies to ensure consistency in wireless procurement

### **COMMODITY PROFILE - FINDINGS AND OPPORTUNITIES**

#	Key Finding	Details	Sourcing Implications
1	Government buyers have many contracting methods available to obtain wireless services	Government buyers have a very large selection of contracting options to consider when procuring services	Too many contracting options limits the government's ability to understand differences in value proposition
2	Without enterprise-wide guidance or policies, component agencies put into place their own contracts with suboptimal results	<ul> <li>Few agencies have established wireless enterprise contracts with defined acquisition policies</li> <li>Other agencies purchase wireless services based on local requirements without rationalizing contracts or leveraging volume</li> </ul>	No standardized procurement process     Agencies are not able to consolidate requirements to drive price breaks



### Government agencies are using many contracting methods to obtain wireless services

#### **GSA Schedule**

- Schedule 70, Section 132-53 "Wireless Services"
- 43 Individual carriers available

### Agency Established BPAs & Pricing Agreements

- Examples:
  - BPAs
  - ID/IQ Contracts
- Can be established by any Government contracting activity

### "Open Market" – Subscriber Line Agreements

- Direct web ordering
- Retail outlets
- Contracts overriding GSA schedule or agency-established agreements

### TEM Service Provider as "Reseller"(1)

 Cellular service from major carriers re-sold by TEM service provider as a requirement of the TEM contract

#### **KEY FACTS & INSIGHTS**

- An almost infinite number of contracts are available to a Government buyer
- Agency contracts can be established by contracting officers for local requirements or to meet organizational-wide requirements
- Many organizations purchase directly from a GSA schedule
- Purchase cards have made it easier for authorized users to order directly from the open market.
- Price of wireless service is typically well within the purchase card authorization level



The total number of contracts or agreements used by FSSI agencies is **unknown** 



### Without enterprise-wide guidance or policies, component agencies put into place their own contracts with suboptimal results



### . . . causing component agencies to put into place their own contracts

- Few agencies have established enterprise contracts with defined acquisition policies
- Most component agencies do not put into place enterprise-wide policies for purchasing devices and services, such as:
  - List of approved carriers
  - Defined authorization, eligibility and process to receive wireless devices
  - Approved equipments and calling plans
  - Defined process for migrating existing accounts to new carriers
  - Documented employee separation policy
- In the absence of enterprise-wide policies, component agencies purchase services based on local requirements and do not consolidate requirements within and across other agencies to drive down costs

<sup>\*</sup> With the exception of a few agencies that have enterprise contracts in place with policies to control wireless plans



Next Steps	Description
	Brief the Commodity Team on the findings and opportunities identified in the Commodity Profile
Socialize Findings of the Commodity Profile	Gather data from Commodity Team members to further refine data and to determine the scope of wireless devices
	Validate findings and solicit input from key stakeholders on focus areas within perceived opportunities
Develop Commodity	Develop FSSI wireless commodity sourcing strategy based on Commodity Profile and Market Analysis findings
Strategy and business case	Socialize and gain approval of the commodity sourcing strategy